

### **FY03 Legislative Proposal – Military Firefighter Hazard Duty Incentive Pay (HDIP)**

**Initiative:** HQ AFCESA generated an FY02 Legislative proposal supported by HQ USAF/ILE, HQ USAF/IL, and OSD. Subsequently, the package was moved to the FY03 budget cycle. At the Strategic Summit (Dec 00) the FY03 ULB submittals were discussed. Submittals that needed more defining were sent back to the respective Services. The HDIP did not get sent back (A GOOD THING)! It received a "High" rating from the Air Force and a "Low" rating from the Navy & Army. A low prioritization does not equate to a "no" vote. It simply means there are other ULB initiatives that are more important to the Service on the ULB slate.

**May 01 Update:** Programs within the Air Force fall under several panels and boards which report to the Air Force Council. This issue (HDIP) fell under the Personnel & Training (P&T) Panel. In the DoD arena, an initiative brought forward from these Service panels & boards must have allocated funds assigned to them. There was no money left in "Discretionary" funding to pay for this initiative for the Air Force. Therefore, the Air Force's vote (Not a specific person; but an identity) was "Yes" for the initiative and "No" for the funding. OSD translates this into a "No" vote.

HQ AFCESA drafted the updated HDIP package and has requested sister Service coordination for development of the FY04 Legislative Proposal.

**BULLET BACKGROUND PAPER**  
**ON**  
**HAZARDOUS DUTY INCENTIVE PAY (HDIP) FOR FIREFIGHTERS**

**PURPOSE**

- To provide the CSAF with the current status of an initiative to authorize Hazardous Duty Incentive Pay (HDIP) for military firefighters.

**DISCUSSION**

- HQ AFCESA submitted an FY02 Legislative Proposal package requesting military firefighters be added to the list of specialties authorized HDIP.
- HQ AFCESA validated the number of military firefighters affected with each Service component, and the package was forwarded to AF/IL. Civil Service firefighters are already being compensated for hazardous duties, as part of their current grading and pay package.
- HQ USAF/IL coordinated with SAF/MI and gained positive support. The proposal was subsequently moved to the FY03 budget cycle and received positive support from OSD. FY03 Unified Legislative and Budget (ULB) submittals were discussed at a Strategic Summit in Dec 00.
- During the summit, submittals needing more definition were sent back to the Services. The HDIP package was not sent back for any additional information and it received a "High" priority rating from the Air Force and a "Low" priority rating (tentatively) from the Army and Navy.
  - A "Low" priority when bumped up against all other Service initiatives does not equate to a "no" vote. It simply means there are other initiatives on the ULB slate that are more important, or have a wider impact, to that Service.
  - This proposal only affects a small number of Army and Navy personnel (317 Army and 365 Navy military firefighters). Additionally, almost all Navy military firefighters work on aircraft carriers and already receive HDIP as a result of flight deck operations
- The initiative will be voted on during the Programming Summit in Feb 01, and then it would go to the Budgeting Summit in Jun 01. SAF/MI normally represents the Air Force. Other AF participants are Lt Gen Peterson (AF/DP) and Brig Gen (S) Steele (AF/DPR).
- If approved, the estimated annual Air Force resource requirement is \$7.9M, affecting 3,822 Air Force military firefighters.

**RECOMMENDATION**

- None. For information only

**BACKGROUND PAPER**  
**ON**  
**HAZARDOUS DUTY INCENTIVE PAY (HDIP) FOR FIREFIGHTERS**

**PURPOSE**

- To provide background information on the proposal to authorize Hazardous Duty Incentive Pay (HDIP) for military firefighters

**DISCUSSION**

- Firefighting has long been recognized to be one of the world's most dangerous professions. Even with the advances in technology and protective equipment, 1999 proved to be one of the deadliest in recent years for the nation's fire service

- Although the Air Force's annual fire loss experience is significantly lower than that in civilian communities, the hazards faced by military firefighters are still present. Daily, firefighters are required to enter a hazardous area and render it safe before turning over responsibility for the site to another career field that receives hazardous duty pay

- The pay disparity between military and civilian firefighters is well documented and is not unique to the specialty. Civil Service firefighters working side by side to our military firefighters are being compensated for the hazardous nature of their fire fighting duties

-- This perceived inequity was first identified over 30 years ago, and subsequent initiatives to authorize HDIP for military firefighters have not been successful

-- Compensation is provided to some military members who face unusual hazards, work environments, or pay disparity. HDIP pay is used successfully for many career fields

- Firefighter Injuries - As reported to the Naval Safety Center from DoD Fire Incident reports, the Services experienced 572 on-duty firefighter injuries (FY95 – FY99)

Fiscal Year	95	96	97	98	99	00	TOTAL
-- Air Force	22	31	57	57	46	27	240
-- Army	36	14	38	26	23	21	158
-- Navy	22	22	32	59	32	31	198
-- Marines	7	13	15	8	7	5	55
-- DLA	0	3	1	0	1	0	5
-- TOTAL:	87	83	143	150	109	84	656

- Firefighter Deaths - At least 8 on-duty firefighter deaths reported during the FY95 –FY00

-- Air Force: 3 deaths: 2 firefighters were killed in FY95 while fighting an POL tank fire and one firefighter died in FY98 as a result of a fire vehicle rollover accident

- Army: 3 (One in FY98, FY99, and one in FY00 – training exercise)
- Navy: 1 (FY95)
- Marines: 1 (FY00 training exercise)
- Firefighters are exposed to potentially hazardous situations daily during actual emergency responses and live-fire training exercises
- Hazardous Materials Responses: In 1986, USAF firefighters were formally tasked to respond to all hazardous materials incidents – very often involving materials others get HDIP to work with
- Example Aircraft Response: F-16 fighter aircraft crashes while laden with munitions
  - Firefighters enter the scene, control the fire, rescue the aircrew, and extinguish the fire. After the scene is “fire safe” support crews would enter to secure the hydrazine, safety the explosives, and contain the hazardous aircraft composite materials (extremely toxic when burned)
  - EOD and A/C support personnel who service hydrazine already get demolition duty pay/HDIP
- Example Structural Response: Structural fire with personnel trapped inside
  - Firefighters are required to don breathing apparatus, advance hose lines, and enter the immediately dangerous to life and health (IDLH) atmosphere to locate and remove occupants while attempting to extinguish the fire
  - OSHA has defined this type of IDLH operation as extremely dangerous and has attempted to off-set some of the hazards by requiring additional personnel to standby outside of the hazard area
- Realistic live-fire training exercises expose firefighters to many of the same hazards present at actual emergency incidents
- Off-base mutual aid responses can expose firefighters to unknown hazards
- Firefighters are routinely exposed to potentially hazardous conditions at every incident

## **RECOMMENDATION**

- None. For information only

### **FY03 Legislative Proposal – Military Firefighter Hazard Duty Incentive Pay (HDIP)**

**Initiative:** HQ AFCESA generated an FY02 Legislative proposal supported by HQ USAF/ILE, HQ USAF/IL, and OSD. Subsequently, the package was moved to the FY03 budget cycle. At the Strategic Summit (Dec 00) the FY03 ULB submittals were discussed. Submittals that needed more defining were sent back to the respective Services. The HDIP did not get sent back (A GOOD THING)! It received a "High" rating from the Air Force and a "Low" rating from the Navy & Army. A low prioritization does not equate to a "no" vote. It simply means there are other ULB initiatives that are more important to the Service on the ULB slate. The proposal will be voted on during the Programming Summit in Feb 01, and then it would go to the Budgeting Summit in Jun 01. Lt Col Day (AF/DPRC) has indicated that there is nothing else we can do until after the Feb 01 Summit. This issue only affects a small number of Army and Navy personnel (317 Army and 365 Navy military firefighters). However, almost all Navy military firefighters work on aircraft carriers and already receive HDIP as a result of flight deck operations (they would not be dual compensated).  
(CMSgt Carl Glover, HQ AFCESA/CEXF, DSN 523-6112)

**BULLET BACKGROUND PAPER  
ON  
HAZARDOUS DUTY INCENTIVE PAY (HDIP) FOR FIREFIGHTERS**

**PURPOSE:** Provide information and rationale for the Air Force proposal to change Title 37 USC authorizing hazardous duty incentive pay to Service-designated firefighters.

**BACKGROUND:**

- Firefighters are continually exposed to a wide variety of hazardous conditions on every emergency response and each live fire training exercise. The military firefighter is potentially exposed to greater dangers than civilian firefighters when responding to accidents involving military aircraft laden with explosives and ejection mechanisms.
- This proposal would add primary duty military firefighters (as identified by Air Force Specialty Code, Military Occupational Specialty, or Navy Enlisted Classification) to the list of personnel authorized to receive hazardous duty incentive pay.

**DISCUSSION:**

- Fire fighting is acknowledged by the Occupational Safety and Health Administration as one of the most hazardous occupations in the United States, and it routinely exposes military members to a hostile and unpredictable environment, especially with the advent of advanced technologies involving dangerous chemicals and composite aircraft materials. The effects of this exposure have health effects on firefighters.
- Firefighters are required to operate in Immediately Dangerous to Life and Health (IDLH) atmospheres as defined by OSHA. Although protected by state-of-the-art equipment (breathing apparatus, protective clothing, and personal alert devices), fire fighting is an inherently dangerous occupation and high-paced function.
- DoD firefighters responded to over 888,335 emergency incidents during the FY96 – FY99 period, as recorded by the Naval Safety Center. This response rate resulted in 444 firefighter injuries and two fatalities. DoD firefighters are often called to assist local communities with large flammable liquid fires, wildland brush fires, and other emergency situations. Petroleum tank fires are extremely dangerous, as are wildland brush fires.
- DoD firefighters are faced with increased potential hazards when operating at accidents involving military aircraft laden with munitions and ejection mechanisms. Firefighters are exposed to a potentially hazardous situation daily during emergency responses.
- The nature of the occupation involves long duty hours with many unscheduled events, often requiring the member to abruptly awake from a sound sleep and transition to a life-threatening situation in a matter of minutes. These factors contribute to one of the most potentially lethal and unforgiving operating environments currently in existence.
- Hazardous duty incentive pay will compensate firefighters for the dangerous conditions they face and could potentially improve retention of our experienced firefighters.

**POTENTIAL RESOURCE REQUIREMENTS (\$ MILLION) ASSOCIATED WITH HDIP**

	FY00	FY01	FY02	FY03	FY04
Air Force	\$6.45M	\$6.45M	\$6.45M	\$6.45M	\$6.45M
Army	\$0.39M	\$0.39M	\$0.39M	\$0.39M	\$0.39M
Navy	\$0.64M	\$0.64M	\$0.64M	\$0.64M	\$0.64M
Marine Corps	\$1.62M	\$1.62M	\$1.62M	\$1.62M	\$1.62M
<b>TOTAL</b>	<b>\$9.10M</b>	<b>\$9.10M</b>	<b>\$9.10M</b>	<b>\$9.10M</b>	<b>\$9.10M</b>

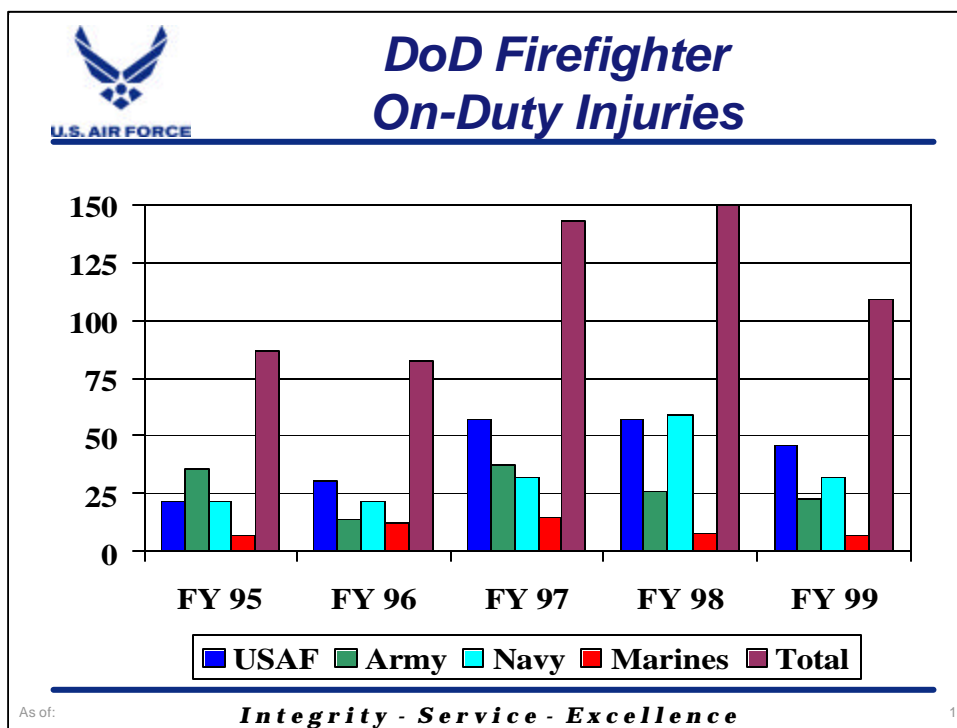
**COSTING METHODOLOGY:** Identified the number of members qualified to receive new pay and multiplied by \$1800 (monthly rate of \$150 times 12 months).

**NUMBER OF PERSONNEL AFFECTED:**

Air Force	3,586
Army	218
Navy	357
Marine Corps	904

**CURRENT STATUS:**

- SAF/MI was opposed to advancing the firefighter HDIP initiative during the FY02 Major Budget Submission (Dec 99). SAF/MI indicated that while no doubt fire fighting is sometimes hazardous, the duty does not equate to others who receive such pay.
- The Civil Engineering Chiefs' Council reviewed the Firefighter Morale, Retention, and Discipline report (Feb 00) and recommended: AF/ILE and ILEM partner with SAF/MI and other agencies (including the Chief Master Sergeant of the Air Force) to recruit advocacy for HDIP for firefighters.
- During readiness Challenge VII, HQ AFCESA was given the opportunity to brief Ms Demesme (SAF/MI) and Chief Finch (CMSAF) on the HDIP initiative for firefighters. The live fire demonstrations and briefings on the hazards of fire protection duties were convincing. Although, they recognized that fire fighting is a dangerous occupation, gaining support for the HDIP initiative will require extensive coordination with everyone involved in the budget process.
- HQ AFCESA will be forming an Integrated Process Team (IPT) to address the specific recommendations from the Civil Engineering Chiefs' Council. New and fresh approaches to gain support and submit the HDIP proposal for the next budget cycle will be explored.



- Based on data collected by the Naval Safety Center from DoD Fire Incident reports, the Services have experienced 572 on-duty firefighter injuries (FY95 – FY99).

**Fiscal Year:    95    96    97    98    99    TOTAL**

-- Air Force:    22    31    57    57    46    213

-- Army:    36    14    38    26    23    137

-- Navy:    22    22    32    59    32    167

-- Marines:    7    13    15    8    7    50

-- DLA:    0    3    1    0    1    5

-- TOTAL:    87    83    143    150    109    572 (includes DLA firefighter injuries)

- Additionally, there have been at least 6 on-duty firefighter deaths reported during the FY95 –FY99.

-- Air Force: 3 deaths: 2 firefighters were killed in FY95 while fighting an POL tank fire and one firefighter died in FY98 as a result of a fire vehicle rollover accident.

-- Army: 2 (One in FY98 and one in FY99)

-- Navy: 1 (FY95)

- FY00 data is not completely available, however preliminary data for FY00 shows 82 firefighter injuries and 2 firefighter deaths (one Army and one Marine, both during training exercises).

- Firefighters are exposed to potentially hazardous situations daily during actual emergency responses and live fire training exercises.





## ***Firefighter Hazardous Duty Example***

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- F-16 fighter aircraft crashes while laden with munitions
    - Firefighters enter the scene, control the fire, rescue the aircrew, and extinguish the fire. After the scene is “fire safe” the support crews would enter to secure the hydrazine, safety the explosives, and contain the aircraft composite materials
  - Firefighters are routinely exposed to potentially hazardous conditions at every incident
  - Off-base mutual aid responses can expose firefighters to unknown hazards
  - Realistic live fire training exercises exposes the firefighters to many of the same hazards, that are present at actual emergency incidents
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## ***Firefighter Hazardous Duty Example***

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- **Structure fire with personnel trapped inside**
  - **Firefighters are required to don breathing apparatus, advance hose lines, and enter the immediately dangerous to life and health (IDLH) atmosphere to locate and remove occupants while attempting to extinguish the fire.**
- **OSHA has defined this type of IDLH operation as extremely dangerous and has attempted to off-set some of the hazards by requiring additional personnel to standby outside of the hazard area.**
- **Firefighters are routinely exposed to potentially hazardous conditions at every incident**

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Legislative Initiative  
(Unified Legislation and Budgeting)

**TITLE:** Hazardous Duty Incentive Pay for Military Firefighters

**ORIGINATOR:** Air Force

**DESCRIPTION:** This proposal would add primary duty military firefighters (as identified by AFSC, MOS, or NEC) to the list of personnel authorized to receive hazardous duty incentive pay under US Code, Title 37, Chapter 5, Section 301 *Incentive Pay: Hazardous Duty*. Presently, Section 301 classifies “hazardous duty” as operations involving primary duties to include (1) aerial flight - crew member, (2) aerial flight - non-crew member, (3) parachute jumping, (4) demolition of explosives, (5) pressure chamber, (6) human acceleration or deceleration, (7) human test subject in thermal stress experiments, (8) flight operations on an aircraft carrier or a ship, (9) exposure to highly toxic pesticides or laboratory work that utilizes live dangerous viruses or bacteria, (10) servicing of aircraft or missiles with highly toxic fuels or propellants, missile systems, or chemical munitions, or (11) air weapons controller crew member. Routinely, military firefighters are first responders to incidents involving the 9<sup>th</sup> and 10<sup>th</sup> primary operations identified above. Civil Service (GS) firefighters are already being compensated for the hazardous duties they perform, while the military counterparts are not compensated for the hazardous nature of their duties. Firefighting is acknowledged as one of the most hazardous occupations in the United States, and it routinely exposes military members to dangerous and unpredictable environments, especially with the advent of advanced technologies involving dangerous chemicals and composite aircraft materials. The composite aircraft materials are extremely dangerous materials when broken apart and exposed to the atmosphere (inhalation hazard) as a result of aircraft incidents. The effects of this exposure can have immediate and long-term health effects on firefighters. Firefighters are required to operate in Immediately Dangerous to Life and Health (IDLH) atmospheres as defined by OSHA. The primary duty of firefighters assigned to the Fire Operations section routinely exposes the personnel to dangerous situations to include: operating off aerial ladders (most are 100 feet high), training and actual rescue operations with ropes to include repelling and descending operations, operating high pressure breathing apparatus/compressors, responding to aircraft fires and servicing incidents that involves highly toxic fuels and propellants, performing high angle and high line rescue operations, performing searches in structural-collapse/terrorist incidents, conducting swift water rescue operations, and performing confined space rescue operations in atmospheres that are dangerous and/or toxic. Realistic fire protection training contains many of the same hazards and dangers as actual fire incidents. The use of personnel protective clothing does not eliminate the dangers, it only provides limited protection; firefighting is inherently dangerous. Military firefighters have experienced 531 injuries and 5 fatalities while operating at incidents during the FY95 – FY99 period, as recorded by the Naval Safety Center. Military firefighters are often called to assist local communities with large flammable liquid fires, wildland/brush fires, and other emergency situations. Petroleum tank fires are extremely dangerous, as are wildland/brush fires. Additionally, military firefighters are faced with increased potential hazards when operating at accidents involving military aircraft laden with munitions and ejection mechanisms. Firefighters are exposed to potentially hazardous situations daily during an emergency responses and firefighting actions. Additionally, the nature of the occupation involves extended duty hours with many unscheduled events, often requiring the member to abruptly awake from a sound sleep and transition to a life-threatening situation in a matter of minutes. In comparison, other specialties that currently receive hazardous duty incentive pay, function and perform their duties in sterile or controlled environments. However, when a catastrophic event occurs, firefighters are exposed to these hazardous materials, except in an uncontrolled and unpredictable behavioral state. During a fire incident firefighters are first to arrive, initiate mitigation and containment actions, provide site stabilization, and

are exposed to hazardous conditions of a greater magnitude. Due to the hazardous nature of processes and materials, firefighters routinely provide stand-by services during weapons up-loading, toxic fuel and propellant transfer operations involving aircraft and missile systems, and experiments conducted at Air Force research laboratories. Likewise, firefighters perform duties directly related to 37 USC § 301 by participating as the initial and lead emergency response and spill containment force for incidents involving hydrazine and pesticides. These response measures are often followed by firefighters performing personnel and equipment decontamination. These factors all contribute to one of the most potentially lethal and unforgiving operating environments currently in existence.

**NUMBER OF PERSONNEL AFFECTED:**

Air Force	3,668	Validated with Functional OPR on 20 Sep 00.
Marine Corps	946	Validated with Functional OPR on 20 Sep 00.
Navy	365	Validated by Chief Latonya Ingram ABHC (DSN 882-3708) on 21 Sep 00.
Army	317	Validated by SFC William Brassfield (DSN 676-7621) on 21 Sep 00.

**Fire Protection Functional Representatives:**

Air Force	CMSgt Carl Glover	DSN 523-6112
Army	Mr. Bruce Park	DSN 328-6174
Navy	Mr. Bill Killen	DSN 221-2280
Marine	CWO4 Paul Bungcayao	DSN 224-1133

**RESOURCE REQUIREMENTS:**

	<u>FY02</u>	<u>FY03</u>	<u>FY04</u>	<u>FY05</u>	<u>FY06</u>
Air Force	6.60	6.60	6.60	6.60	6.60
Marine Corps	1.70	1.70	1.70	1.70	1.70
Navy	0.66	0.66	0.66	0.66	0.66
Army	0.57	0.57	0.57	0.57	0.57
 TOTAL	 9.53M	 9.53M	 9.53M	 9.53M	 9.53M

**COSTING METHODOLOGY:** Identified the number of members qualified to receive new pay and multiplied by \$1800 (monthly rate of \$150 times 12 months). This estimate is based on all military firefighters receiving HDIP. Actual cost would be lower, as only the firefighters who perform the hazardous duties (normally the Fire Operations section) would qualify for the HDIP.

## SEC. \_\_\_\_\_. HAZARDOUS DUTY INCENTIVE PAY FOR FIREFIGHTERS

Section 301 of Title 37, United States Code, is amended by the following modifications:

- (a) by striking out “or” after the semicolon in section 301(a)(10)
- (b) by striking out the period at the end of section 301(a)(11) and inserting in lieu thereof “; or”
- (c) by adding at the end of section 301(a) the following:

“(12) involving frequent and regular exposure to firefighting as identified by Air Force Specialty Code, Military Occupational Specialty, or Navy Enlisted Code.”

- (d) by inserting “and clause (12)” after “(2) through (10)” in the first sentence of section 301(c)(1)

### SECTIONAL ANALYSIS:

This bill amends section 301(a), United States Code, to add firefighters (as identified by Air Force Specialty Code, Military Occupational specialty, or Navy Enlisted Code) to the list of those duties entitled to hazardous duty incentive pay. Section 301 classifies “hazardous duty” as operations involving primary duties to include (1) aerial flight - crew member, (2) aerial flight - non-crew member, (3) parachute jumping, (4) demolition of explosives, (5) pressure chamber, (6) human acceleration or deceleration, (7) human test subject in thermal stress experiments, (8) flight operations on an aircraft carrier or a ship, (9) exposure to highly toxic pesticides or laboratory work that utilizes live dangerous viruses or bacteria, (10) servicing of aircraft or missiles with highly toxic fuels or propellants, missile systems, or chemical munitions, or (11) air weapons controller crew member. Routinely, military firefighters are first responders to incidents involving the 9<sup>th</sup> and 10<sup>th</sup> primary operations identified above. Military firefighters have experienced 531 injuries and 5 fatalities while operating at incidents during the FY95–FY99 period, as recorded by the Naval Safety Center. Civil Service (GS) firefighters are already being compensated for the hazardous duties they perform, while the military counterparts are not compensated for the hazardous nature of their duties. Firefighting is acknowledged as one of the most hazardous occupations in the United States, and it routinely exposes military members to a dangerous and unpredictable environment, especially with the advent of advanced technologies involving dangerous chemicals and composite aircraft materials. The composite aircraft materials are extremely dangerous materials when broken apart and exposed to the atmosphere (inhalation hazard) as a result of aircraft incidents. The effects of this exposure can have immediate and long-term health effects on firefighters. Firefighters are required to operate in Immediately Dangerous to Life and Health (IDLH) atmospheres as defined by OSHA. The primary duty of firefighters assigned to the Fire Operations section routinely exposes the personnel to dangerous situations to include: operating off aerial ladders (most are 100 feet high), training and actual rescue operations with ropes to include repelling and descending operations, operating high pressure breathing apparatus/compressors, responding to servicing incidents that involves highly toxic fuels and propellants, performing high angle and high line rescue operations, performing searches in structural-collapse/terrorist incidents, conducting swift water rescue operations, and performing confined space rescue operations in atmospheres that are dangerous and/or toxic. Realistic fire protection training contains many of the same hazards and dangers as actual fire incidents. The use of personnel protective clothing does not eliminate the dangers, it only provides limited protection; firefighting is inherently dangerous. Military firefighters are often called to assist local communities with large flammable liquid fires, wildland/brush fires, and other emergency situations. Petroleum tank fires are extremely dangerous, as are wildland/brush fires. Additionally, military firefighters are faced with increased potential hazards when operating at accidents involving military aircraft laden with munitions and ejection mechanisms. Firefighters are exposed to a potentially hazardous situation daily during an emergency response and firefighting actions. Additionally, the nature of the occupation involves long duty hours with many unscheduled

events, often requiring the member to abruptly awake from a sound sleep and transition to a life-threatening situation in a matter of minutes. These factors all contribute to one of the most potentially lethal and unforgiving operating environments currently in existence.